

Message Text

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PAGE 01 LONDON 09541 201808Z

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ACTION IO-10

INFO OCT-01 AF-06 EUR-12 ISO-00 CAB-02 CIAE-00 COME-00

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FM AMEMBASSY LONDON

TO SECSTATE WASHDC 2191

AMEMBASSY MOSCOW

INFO AMCONSUL JOHANNESBURG

LIMITED OFFICIAL USE LONDON 09541

E.O. 11652: N/A

TAGS: PORG, EAIR, ICAO

SUBJ: ICAO DIPLOMATIC CONFERENCE ON REVISION OF HAGUE

PROTOCOL TO THE /WRSW CONVENTION, MONTREAL,
SEPTEMBER 1975

1. IN COURSE OF DISCUSSIONS IN LONDON, AND AS REPORTED
BY EMBASSY OSLO, WE HAVE BEEN ASKED ABOUT SOVIET POSITION
RE US THREE-POINT PROPOSAL. WE HAVE ANSWERED THAT WE
HAVE NOT YET BRIEFED THEM, AS WE FIRST WERE LOOKING FOR
COUNTRIES WHICH MIGHT SUPPORT PROPOSAL, WHICH USSR
CLEARLY WAS NOT. OUR REASONS FOR ASSUMING NEGATIVE
POSITION OF USSR AS FOLLOWS:

(A) SOVIET BLOC ONLY GROUP OF COUNTRIES TO VOTE AGAINST
ADOPTION OF GUATEMALA PROTOCOL (USSR, UKRAINE, BEYLORUSSIA
BULGARIA, POLAND, CZECHOSLOVAKIA, HUNGARY);

(B) SOVIETS JOINED WITH LDCA AT ATHENS CONFERENCE DEC.
1974 ON CONVENTION ON CARRIAGE OF PASSENGERS AND THEIR
LUGGAGE BY SEA TO BLOCK ANY CONSIDERATION OF A UK SDR
PROPOSAL;

(C) USSR ONLY COUNTRY AT APRIL MONTREAL ICAO MEETING NOT
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TO ATTEND US-CONVENED INFORMAL SESSION ON GOLD CLAUSE

PROBLEM, STATING THEY "COULD NOT BE HELPFUL";
(D) USSR AT APRIL MONTREAL ICAO MEETING OPPOSED ANY
REFERENCES TO GUATEMALA PROTOCOL ON BASIS IT HAD NOT
ENTERED INTO FORCE (THIS DID NOT PREVENT THEM FROM MAKING
NUMEROUS REFERENCES TO VIENNA CONVENTION LAW OF TREATIES)
AND TOOK POSITION SEPTEMBER MONTREAL CONFERENCE WAS ONLY
TO DRAFT AN INSTRUMENT WITH HAGUE PASSENGER AND NEW
CARGO RULES;
(E) NOT BEING MEMBER IMF, ANY REFERENCE TO SDR MAY BE
DIFFICULT TO ACCEPT.

2. WHILE, THEREFORE, WE CANNOT EXPECT SOVIET SUPPORT,
WE WOULD HOPE THEY COULD TAKE A POSITION OF NEUTRALITY
WITH RESPECT TO CHANGES TO GUATEMALA WE NEED. SINCE WE
CAN BE ACCOMMODATING WITH RESPECT TO THE INSTRUMENT THEY
DESIRE (PARA 1(D) ABOVE) (WE WOULD NOT EXPECT TO BECOME
PARTY TO IT), WE BELIEVE IT WOULD BE UNDULY NEGATIVE --
OBSTRUCTIONIST -- FOR THEM TO TAKE LEADERSHIP IN DEVELOP-
ING AN LDC AND EE GROUP OF STATES TO BLOCK CHANGES TO
GUATEMALA WE DESIRE. UNFORTUNATELY, AT MONTREAL APRIL
PREPARATORY MEETING, SOVIET DEL WAS UTTERLY INFLEXIBLE
IN MEETING USG CONCERNS, AND TOOK ACTIVE LEADERSHIP ROLE.

3. OUR THINKING IS THAT BEST WAY TO APPROACH SOVIETS
MAY BE EMBASSY BRIEFING ON US THREE-POINT PROPOSAL AT
APPROPRIATE LEVEL AND, THEREAFTER, STRAIGHTFORWARD PRE-
SENTATION OF POSITIONS AS THEY DEVELOP, WITH REQUEST FOR
MODERATION IN THEIR OPPOSITION AND, HOPEFULLY, NEUTRALITY
IN CHANGES TO GUATEMALA WE DESIRE. EMBASSY VIEWPOINT
AND RECOMMENDATIONS WOULD BE APPRECIATED. REQUEST INFO
COPY OF RESPONSE TO JOHANNESBURG FOR FRANK WILLIS.

4. SOVIETS HAVE US OUTLINE PROPOSAL ON SDRS, AS WELL AS
COPY OF IATA LETTER TO DEPARTMENT AND US STATEMENT ON
GOLD, WHICH IS ANNEX TO OFFICIAL ICAO REPORT ON APRIL
MEETING CABLED IN STATE'S 126571.

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